



European Council

Brussels, 23 October 2025
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NOTE

From:	President of the European Council
To:	Delegations
Subject:	European Council meeting (23 October 2025) - Ukraine

The European Council discussed the latest developments as regards Ukraine. The text set out in this document was firmly supported by 26 Heads of State or Government.

UKRAINE

1. The European Council held an exchange of views with Volodymyr Zelenskyy, President of Ukraine.
2. Recalling its previous conclusions, the European Council reaffirms its continued and unwavering support for Ukraine's independence, sovereignty and territorial integrity within its internationally recognised borders. The European Union will continue to provide, in coordination with like-minded partners and allies, comprehensive political, financial, economic, humanitarian, military and diplomatic support to Ukraine and its people.
3. Despite sustained US and European diplomatic efforts towards peace and Ukraine's readiness to pursue it, Russia has increased the intensity of its missile and drone strikes on Ukraine, particularly targeting civilians and civilian infrastructure, thus demonstrating Russia's lack of real political will to end its war of aggression and to engage in meaningful peace negotiations. The European Council again urges Russia to agree to a full, unconditional and immediate ceasefire, which Ukraine agreed to in March 2025, and reiterates the European Union's support for a comprehensive, just and lasting peace in Ukraine based on the principles of the UN Charter and international law. In this regard, the European Council recalls the principles set out on 6 March 2025 that should guide peace negotiations.
4. The European Union and its Member States will continue contributing to peace efforts, notably through the Coalition of the Willing and in cooperation with the United States, and by intensifying their global outreach, in accordance with the European Union's aim to promote peace, as enshrined in the Treaties.

5. A Ukraine capable of defending itself effectively is an integral part of any future security guarantees. The European Union and Member States are ready to contribute to robust and credible security guarantees for Ukraine, in particular by supporting Ukraine's ability to deter aggression and defend itself effectively, based on their respective competences and capabilities and in line with international law. In this regard, the European Council welcomes the ongoing work to revise the mandates of the European Union Advisory Mission for Ukraine (EUAM Ukraine) and the European Union Military Assistance Mission in support of Ukraine (EUMAM Ukraine). Member States are committed to contributing to training and equipping the Ukrainian Armed Forces. The European Council underlines the importance of stepping up support for Ukraine in line with the EU-Ukraine Joint security commitments.
6. The European Council underlines the critical need to ensure that Ukraine remains resilient and has the budgetary and military means to continue to exercise its inherent right of self-defence and counter Russia's aggression.
7. The European Union will continue to provide Ukraine with regular and predictable financial support in the long term, together with like-minded partners and allies. In 2025, the European Union has provided to Ukraine's budget EUR 20.5 billion, of which EUR 6.5 billion have been disbursed under the Ukraine Facility, and EUR 14 billion under the G7 ERA initiative, which is repaid by the windfall profits stemming from immobilised Russian assets. Since the start of Russia's war of aggression, the European Union and its Member States have provided EUR 177.5 billion in support for Ukraine and its people.
8. The European Council commits to address Ukraine's pressing financial needs for 2026-2027, including for its military and defence efforts. Therefore, the European Council invites the Commission to present, as soon as possible, options for financial support based on an assessment of Ukraine's financing needs and invites the Commission and the Council to take work forward, in order for the European Council to revert to this issue at its next meeting. Subject to EU law, Russia's assets should remain immobilised until Russia ceases its war of aggression against Ukraine and compensates it for the damage caused by its war.

9. The European Council stresses the need for Member States to keep stepping up efforts to address Ukraine's pressing military and defence needs, in particular air defence and anti-drone systems and large-calibre ammunition. It is crucial to accelerate work to further support, develop and invest in Ukraine's defence industry, including through the establishment of Ukrainian defence production in Member States, and to deepen its cooperation and integration with the European defence industry, drawing on Ukraine's unique experience and know-how.
10. All military support as well as security guarantees for Ukraine will be provided in full respect of the security and defence policy of certain Member States and taking into account the security and defence interests of all Member States.
11. The European Council condemns Russia's intensified attacks on Ukraine's energy sector, in particular on gas production and putting at risk the safety and security of the Zaporizhzhia nuclear power plant. It calls for the mobilisation of all efforts to urgently help address immediate needs following the attacks and strengthen Ukraine's preparedness for winter. The European Union and its Member States, in cooperation with partners, will intensify the provision of humanitarian and civil protection assistance to Ukraine.
12. The European Union is determined to maintain and increase its pressure on Russia to stop its brutal war of aggression, including through further sanctions. In this context, the European Council welcomes the adoption of the 19th package of sanctions. The European Council also underlines the importance of further coordination with G7 partners on sanctions, and of reinforcing the anti-circumvention measures.

13. The European Council calls for further measures to disrupt the operation of Russia's shadow fleet. It calls in particular for effectively addressing the significant environmental and security risks that the shadow fleet poses, notably by enhancing the enforcement of environmental and maritime safety standards and by strengthening cooperation with flag States. To that end, the European Council invites Member States to coordinate their actions.
14. The European Council strongly condemns support by third countries, and actors and entities therein, which enable Russia to sustain its war of aggression against Ukraine. The European Council condemns the continued military support provided by Iran, Belarus and the DPRK. It urges all countries to immediately cease any direct or indirect assistance to Russia in its war of aggression against Ukraine.
15. The European Council urgently calls on Russia and Belarus to immediately ensure the safe return to Ukraine of all Ukrainian children and other civilians unlawfully deported and transferred to Russia and Belarus.
16. The European Council reaffirms the EU's strong commitment to ensuring full accountability for war crimes and the most serious crimes committed in connection with Russia's war of aggression against Ukraine.
17. The European Council reaffirms the EU's steadfast support for Ukraine's path towards EU membership, and welcomes the significant progress Ukraine has achieved so far under the most challenging circumstances. The European Council encourages Ukraine, the Council and the Commission to take work forward on the accession process, in line with the merit-based approach. The fundamentals cluster will be opened first and closed last, with clusters being opened when the conditions are met, in accordance with the enlargement methodology. The European Council takes good note of the Commission's assessment that the fundamentals, internal market and external relations clusters are ready to be opened.
18. The European Council will revert to this issue at its next meeting.